

Knox-Laurel Planning Grant Drug Court Program Process Evaluation

July 1999- June 2000

**Knox-Laurel
Planning Grant
Drug Court Program
Process Evaluation**

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Executive Summary

The purpose of this report is to provide the results of a process evaluation of the planned Knox-Laurel Drug Court program. The process evaluation included interviews and surveys with 12 different individuals representing seven agency perspectives who provided information about the planned Knox-Laurel Drug Court program for this report. The data for this report is for the period from July 1999 to June 2000.

The pilot Knox-Laurel Drug Court program was implemented in April 2000 to determine the strengths and weaknesses and refine the planning process of the future Knox-Laurel Drug Court program. Moreover, while the program received a federal planning grant in July 1999, totaling \$30,000.00, the fully operational Knox-Laurel Drug Court program will not begin until September 2000.

The mission of Kentucky's Drug Courts is to create a criminal justice environment that stops illicit drug use and related criminal activity and promotes recovery. With this in mind, in the program model developed for the Knox-Laurel Drug Court program, defendants accepted into the program will have three tracks through which to enter: probation, diversion, and probation-revocation.

In addition, the program will have three phases that will take between one and two years before graduation. Phase I can be completed in one month, Phase II can be completed in six months, and Phase III can be completed in five months. Although minimum time frames are established for each of the phases, clients will work through the program at their own pace. Each phase will have different requirements, however, in general each phase will require random urine drug screens, AA/NA meetings, individual and group therapy sessions, Drug Court status hearings, stable housing, employment or participation in an educational program, daily journal entries, assigned readings, daily physical activity, good deeds, payment of court or legal debts, and payment of any required fees.

Program Goal Achievement. The Knox-Laurel Drug Court program will report to the Administrative Office of the Courts on the following goals: promoting abstinence; decreasing recidivism; increasing community safety; increasing life skills; increasing community awareness; and expanding and maintaining a community resource base.

Drug Court Staff. The Knox-Laurel Drug Court does not currently employ any staff members due to limited funding. The Judges volunteer their time to serve as the Drug Court Judges, in addition to their other occupational obligations. Judge Messer also currently volunteers as the program administrator.

Drug Court Judges. The two Circuit Judges of the jurisdiction, Roderick Messer and Lewis Hopper, are fully involved with the planned Knox-Laurel Drug Court program. Judge Messer has been on the bench for 16 years and proposed the planned the Knox-Laurel Drug Court program. Judges Messer and Hopper have committed to working with the Knox-Laurel Drug Court as long as their judicial terms allow. In addition, both Judges have attended a variety of training sessions to prepare them for planning the Knox-Laurel Drug Court. Judge Messer attended national Drug Court program planning workshops in Ft. Lauderdale, Florida; and both Judges plan to attend an additional planning workshop in Pensacola, Florida, in August 2000. In addition to their participation in the planning workshops, they have also observed Judge Mary Noble's Drug Court staffing and status hearing in Fayette County, which provided them with first-hand experience.

Drug Court Clients. All clients of the planned Knox-Laurel Drug Court program will be volunteers. The expected characteristics of Drug Court clients include those who have charges for possession, theft, forgery, and larceny. Judge Hopper stated that clients will typically have a checkered employment history and have been substance abusers for several years. The Judges and treatment provider expect that the drugs of choice of Knox-Laurel Drug Court clients will include prescription drugs, marijuana, alcohol, cocaine, and methamphetamines.

Currently, three clients from Laurel County have entered the pilot Drug Court program, and between 10 to 20 pilot participants are expected to enter the program from both Knox and Laurel counties by July 1, 2001.

Unique Aspects. One unique aspect of the Knox-Laurel Drug Court program is the fact that Knox and Laurel counties are approximately 85% rural. Rural Drug Courts have more limited resources available for clients than urban Drug Courts. Another unique aspect of the program is that the planned model has three tracks clients may enter: probation, diversion, and probation revocation. Another unique aspect of the program is that there are no staff members; the Judges volunteer their time to serve as the Drug Court Judges. Further, Judge Messer is the acting administrator of the program until additional funding is received to hire a treatment coordinator. Also, clients will be required to pay for some costs of the program. The fees will be a minimal of twenty dollars and will be based on a sliding scale. Clients who are able to afford treatment will be required to pay.

Drawbacks. Judge Messer indicated that the biggest drawback in implementing a Drug Court program in the jurisdiction is working with limited funding. He also mentioned that setting up the pilot program has been difficult for him and the Drug Court team, as they must plan and work with the program while fulfilling their other occupational duties.

Strengths. Each representative interviewed was asked about his or her perceived strengths of the Knox-Laurel program. The following are some of the strengths a Drug Court program in Knox and Laurel counties would offer: (1) Reduced caseload; (2) Reduced recidivism; (3) increased criminal justice personal awareness of addiction/recovery; (4) Involvement of key individuals to help substance abusers; (5) The potential to save money; (6) Support from the community for a treatment program for offenders; (7) Employment; (8) Judge supervision; and (9) Viable alternative option to current practice.

Concluding Comments. The following comments reflect summations of what the respondents think about the Drug Court program. The treatment provider commented that Drug Court is the “Most positive thing that has happened in 20 years.” Another respondent stated, “If successful, I feel people in our community will support it and view it as a positive improvement.” One respondent commented that the Drug Court program will be an improvement on the existing system. He believes that with the Drug Court program, there will be no delay in the sanctioning of non-conforming clients, which there is in the existing system.

Summary. The pilot Knox-Laurel Drug Court program was implemented in April 2000. Currently, there are three clients participating. The fully operational program is projected to begin September 2000. The program will be firmly established on the Key Components and will have three program phases, which will take at least one year to complete. Moreover, the program should have minimal problems during implementation because of the organization and enthusiasm of the Judges, along with the Drug Court team, have put into planning the Knox-Laurel Drug Court program.

Program Description and Background

The motto for the Kentucky Drug Courts is “A chance...a change.” With this in mind, Kentucky’s Drug Courts are aligned with more than 400 Drug Courts in operation and 220 Drug Courts that are in the planning process, across the United States.¹ The Knox-Laurel Drug Court program will serve both Knox and Laurel counties. According to the 1990 census, the population of Knox County was 83.1% rural and Laurel County was 86.7% rural. Knox County was formed in 1800, and Laurel County was formed in 1826. Both are located in the Eastern Coal Field region of the state.² During Fiscal Year 1998, the number of drug offenses in Knox County was 518, and the number of drug offenses in Laurel County was 762.³ During Fiscal Year 1998, there were approximately 9 drug arrests for every 1,000 persons in Knox County and 17 drug arrests for every 1,000 persons in Laurel County.

The Knox-Laurel Circuit received a federal Drug Court planning grant in July 1999, totaling \$30,000.00. Judge Messer along with Commonwealth Attorney, Thomas Handy, initiated the planning grant application. Judge Messer, Judge Hooper, the Commonwealth Attorney’s Office, Public Defender’s Office, Office of Probation and Parole, and Cumberland River Comprehensive Care Center are presently involved in the planning process. The purpose of this report is to provide the results of a process evaluation of the planned Knox-Laurel Drug Court program. The process evaluation included interviews and surveys with 12 different individuals representing seven agency perspectives who provided information about the planned Knox-Laurel Drug Court program for this report (see Appendix A for process evaluation methodology). The data for this report is for the period from July 1999 to June 2000.

Currently, the Knox-Laurel Drug Court program does not employ any staff; Judge Messer is the acting administrator. A treatment coordinator will be hired after additional funding is received. Clients will meet for treatment sessions at Cumberland River Comprehensive Care Center. Comprehensive Care has offices located in both Knox and Laurel counties. The Office of Probation and Parole will conduct all urinalyses for the Knox-Laurel Drug Court program.

At present, Circuit Judges Messer and Hopper work with the Drug Court program. Judge Messer has worked as a judge for 16 years, and Judge Hopper, the senior judge, has served on the bench for 22 years. Their knowledge of the area and connections to local businesses and government agencies has contributed to the positive reception of the planned Knox-Laurel Drug Court program thus far. One of the judges believes the overall most compelling reason for creating a Drug Court program in the Knox-Laurel jurisdiction is that there are a significant number of drug cases that come through the Court system. The prisons and jails are overcrowded, and incarceration offers little or no treatment for the offenders. The Drug Court program provides supervision and with intense treatment. The Judges noted that the overall biggest drawbacks to implementing a Drug Court program in this area, however, are the lack of available resources and funding.

¹ Office of Justice Programs, Drug Court Clearinghouse and Technical Assistance Project. June 1999

² <http://www.lrc.state.ky.us/other/econ/counties>. May 12, 2000

³ Count of Drug and Non-Drug Offense Charges by County for Fiscal Year 1998. Research and Statistics, Department of the Administrative Office of the Courts.

Upon its initiation in April of this year, the Knox-Laurel Drug Court pilot program only had three clients from Laurel County, of which one has terminated. Between 10 and 20 participants from both Knox and Laurel counties are expected to enter the pilot program by July 1, 2001.

The Knox-Laurel Drug Court program has held five planning meetings to date. Several of the core Drug Court team members were in attendance as well as various members from the community, such as the local judiciary, city council members, law enforcement, and local clergy. Judge Messer indicated that all persons in attendance at the planning meetings were enthusiastic about implementing a Drug Court program in the community. (See Appendix F for planning meeting memos and notes).

The Knox-Laurel Drug Court program will be grounded in the Key Components described in the 1997 publication, *Defining Drug Courts: The Key Components*⁴, which were developed by the Drug Court Standards Committee, to ensure the primary goals of Drug Court were met. (See Table 1 below.) The overall mission of Drug Courts is to stop the abuse of alcohol and other drugs and related criminal activity. In exchange for successful completion of the treatment program, the court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. Drug Courts transform the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers. The Judge is the central figure in a team effort that focuses on sobriety and accountability as primary goals. Treatment providers not only become part of a criminal justice team but are also integrated into, and learn more about, the criminal justice system.

Table 1. Key Components

1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.
2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.
3. Eligible participants are identified early and promptly placed in the Drug Court program.
4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.
5. Abstinence is monitored by frequent alcohol and other drug testing.
6. A coordinated strategy governs Drug Court responses to participants' compliance.
7. Ongoing judicial interaction with each Drug Court participant is essential.
8. Monitoring and evaluation measure the achievement of program goals and gage effectiveness.
9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.
10. Forging partnerships among Drug Courts, public agencies, and community-based agencies generates local support and enhances Drug Court effectiveness.

⁴ *Defining Drug Courts: The Key Components* (January, 1997). U.S. Department of Justice, Office of Justice Programs, Drug Courts Programs Office.

Program Goals

The primary goal of the Knox-Laurel Drug Court program is to identify and assist defendants/clients in learning to live non-criminal drug free lives. Judge Messer believes the critical components of the Drug Court program are supervision, drug testing, and effective treatment. He noted that the program hopes to reduce recidivism and the cost to taxpayers due to the repeated incarceration of many individuals. Judge Hopper indicated that the critical components of the Drug Court program are the coordination of resources, the team concept, and the gentle but firm support the clients receive from the Drug Court judges. In addition to the primary goal, the Knox-Laurel Drug Court will report to the Administrative Office of the Courts on specific goals and measures of goal achievement (see Table 2). The Knox-Laurel Drug Court program is already working toward the program goal of increasing community awareness by reporting to the media about the program (see Appendix B for newspaper article). In addition, a Drug Court program brochure will be used to raise community awareness for the Knox-Laurel Drug Court program (see Appendix C for Drug Court brochure).

Table 2. Program Goals and Measures

Program Goals	Measures for Goal Achievement
1. Promote abstinence	Drug free babies; clean urines; number of meetings attended (AA/NA, treatment groups, education, case specialist meetings)
2. Decrease recidivism	# re-arrests while in program and after graduation (tracked with Courtnet, a daily jail list, and arraignments are monitored daily as well)
3. Community safety	Lower community drug arrests; lower property crime
4. Increase life skills	Court approved housing; court approved employment; education level of clients; gaining/keeping custody of children
5. Community awareness	# media contacts; national recognition; additional funding; requests to speak; more referrals
6. Expand and maintain resource base	Expanding and maintaining the number of agencies the Drug Court program can refer clients to or who work with the Drug Court program

Client Goals

The Knox-Laurel Drug Court team has created the program manual for the Knox-Laurel Drug Court program. The program manual includes the client goals. (See Appendix D for Drug Court Client Handbook.) Clients must agree to the goals (see Table 3 below) and sign an agreement of participation form after having reviewed the program requirements with the Judge and their defense attorneys.

Table 3. Client Goals

1. To live a drug free;
2. To develop a non-criminal pattern of living;
3. To improve employment skills through vocational training and educational pursuits;
4. To attend NA/AA and other support groups;
5. To enhance self-esteem and self-motivation;
6. To learn the warning signs of relapse and develop a relapse prevention plan;
7. To increase social skills; and
8. To accept responsibility for financial obligations and learn budgeting skills.

Client Characteristics

All clients of the Knox-Laurel Drug Court program will be volunteers. Currently, the pilot Knox-Laurel Drug Court program has two clients, both from Laurel County, because one pilot client from Laurel County has been terminated. Six months after the program becomes fully operational, Judge Messer expects to have 10 to 15 clients in the program. After it has been fully operational for one-year, the Judge plans to have 20 to 30 clients.

The expected characteristics of Drug Court clients include those who have charges for possession, theft, forgery, and larceny. Judge Hopper stated that clients will typically have a checkered employment history and have been substance abusers for several years. The Judges and treatment provider expect that the drugs of choice of Knox-Laurel Drug Court clients will include prescription drugs, marijuana, alcohol, cocaine, and methamphetamines.

Recruitment and Screening

Clients will learn about the Drug Court program through various sources, such as their defense attorneys, prosecution, the Judge, family members, police, and possibly from the inmates in jail and/or jail staff. Drug Court brochures will also be used to recruit potential clients (see Appendix C for Drug Court brochure). They will enter the program through one of three tracks: probation, diversion, or probation revocation. The Judges agreed that most clients will enter the Knox-Laurel Drug Court program in order to avoid incarceration. One of the Drug Court Judges noted that clients might also go into the program because they want to get their lives together. The Judges believed that clients will choose to remain in the program in order mostly to avoid incarceration and that some clients may want to change their lives. One Judge went on to comment that the clients will not want to let the “team” down, which will serve as a motivation to stay sober.

Eligibility. Eligibility for the Drug Court program will be based on certain inclusionary and exclusionary criteria. Clients will be able to enter the program if they have a drug or alcohol abuse problem that has led to their arrests and are over the age of eighteen. No sexual and/or violent offenders will be allowed into the Knox-Laurel Drug Court program. Drug traffickers, who traffic simply for profit, and not to support their own drug abuse, are not admitted into the program. Pretrial Services will conduct eligibility screenings and will notify the Drug Court team of the results. The eligibility screening may take place in the county jail or wherever available office space may be found. The Pretrial Services officer contacts the Drug Court Judge if he or she determines that the client is eligible and appropriate for the program. If the client is determined to be eligible for the Drug Court program, he or she will be referred to a counselor at Cumberland River Comprehensive Care for an intake assessment to determine the severity of his or her drug addiction and appropriateness for the program.

Assessment. Intake assessments will be completed within two weeks after the Judge deems the potential client eligible. Cumberland River Comprehensive Care will perform the substance abuse assessment using the Addiction Severity Index (ASI) and a bio-psycho social questionnaire. The ASI⁵ is a multidimensional instrument used to diagnose, evaluate, and assess change in a client's drug abuse patterns. It identifies personal and family background, current status, and problems in six domains including medical status, employment/support status, drug/alcohol use, legal status, family/social relationship, and psychiatric status. The ASI is a computerized assessment tool based upon the concept that successful treatment of drug offenders must address problems that may have contributed to their drug dependency. It takes approximately forty-five minutes to administer the ASI. Clients will also be required to undergo a physical exam. (See Appendix E for the treatment admission and assessment instrument)

Orientation. Each client will undergo an orientation session with the Judge and his or her defense attorney prior to program entrance. The orientation session will consist of the Judge explaining the program manual to the client. The client will then sign the authorization form stating that he or she authorizes the assigned treatment providers and the Judges to review his or her medical and drug treatment records in order to develop and maintain a treatment program.

Clients' treatment plans will differ by phase in terms of the intensity of treatment and the time spent in treatment groups. The minimum time spent in any phase of the Drug Court program will be no less than that required by the Administrative Office of the Courts, which is a minimum of one month for Phase I, six months for Phase II, and five months for Phase III.

Capacity

Clients who meet the criteria for the program will enter on a first come first served basis. In addition, clients will start individually and will not be part of a group or cohort, as they must become oriented with the program.

⁵ NIDA (1995). "Assessing Client Need Using the ASI: A Handbook for Program Administrators." U.S. Department of Health and Human Service, National Institutes of Health. NIH Publication No. 95-3619.

Further, Judge Messer noted that the Kentucky State Police frequently conduct drug sweeps of the Knox-Laurel area. The sweeps typically result in the arrest of 50 to 60 persons at one time, which would meet all or most all the Drug Court eligibility criteria. He commented in that case, a lack of funding and available resources would result in a waiting list for the program. If that were to happen, those determined by the treatment provider as needing treatment the most, would be admitted into the Drug Court program first.

Timing

Judge Messer indicated that it takes between five to seven days from the time a client has been determined eligible for the Drug Court program to enter officially. After the client is determined to be eligible, he or she will first appear in Drug Court in less than 14 days. Clients will meet with a counselor from Cumberland River Comprehensive Care within days after the eligibility assessment has been completed. Individualized Program Plans will be completed by the client's third visit to Cumberland River. Acts of non-compliance will be handled at the next Drug Court status hearing or sooner, if necessary.

Treatment Programming

Program Documentation. Each client that enters the Knox-Laurel Drug Court program will receive a client handbook. The handbook describes the program, the expected goals for each client, costs and payments, participant rules, treatment services, program requirements, medication requirements, and sanctions. Each participant will sign the authorization form at the end of the client handbook.

Individual Program Plans. Each client will receive an Individual Program Plan (IPP) tailored to meet his or her needs. Their primary counselor at Cumberland River Comprehensive Care will develop the plan with input from the clients. Plans will be reviewed and revised quarterly or as needed.

Drug Court Program Phases. The three phases of the Drug Court program will range from 12 to 24 months to complete. Program requirements will change as the clients go through each of the three phases. Each of the phases will have minimum requirements, but the client's treatment plan will be individualized. For instance, some clients may need to attend more and/or specialized individual counseling or group sessions than other Drug Court clients.

Phase I can be completed in one month. Although time frames are established for each of the phases, clients will work through the program at their own pace. During Phase I, a client will be required to detoxify if necessary, provide at least three random urine drug screens each week, attend at least three AA/NA meetings each week, attend each assigned individual and group therapy sessions, attend Drug Court status hearings twice a month, maintain stable housing, maintain employment or an educational program, to write a daily journal entry, and to pay any required fees.

Phase II can be completed in six months. During Phase II, clients will be required to provide at least two urine drug screens per week, to attend at least two AA/NA meetings a week, to attend all assigned group and individual treatment meetings, to attend Drug Court status hearings twice a month, to develop a payment plan for any court or legal debts, to obtain an AA/NA sponsor, to maintain stable housing, to maintain stable employment or educational program, to write a daily journal entry, to complete assigned readings, to maintain daily physical activity, and to do at least one good deed before each court appearance.

Phase III can be completed in five months. During Phase III, clients will be required to provide at least one random urine drug screen a week, to attend all assigned individual and group counseling sessions, to attend at least one AA/NA meeting each week, to maintain an AA/NA sponsor, to attend Drug Court status hearings once a month, to pay all fees, to maintain stable housing, to write a daily journal entry, to complete assigned readings, to maintain daily physical activity, to do at least one good deed before each court appearance, to mentor a new Drug Court participant and/or group session, and to complete an exit calendar, exit interview, and plans for aftercare. As soon as each client has completed the requirements for graduation and is ready to leave the program, an individual graduation ceremony will be held.

Table 4. Treatment program phase requirements of the Drug Court Program

PHASE I	PHASE II	PHASE III -- AFTERCARE
Principal Requirements		
Time length of phase: 1 Month	Time length of phase: 6 months	Time length of phase: 5 months
<ul style="list-style-type: none"> Attend two Drug Court status hearings a month Provide at least 3 random drug screens each week Attend 3 AA/NA meetings weekly Attend assigned group and individual counseling sessions Begin to make necessary arrangements for payment of Court obligations Maintain Court-approved stable housing Gain or maintain Court-approved employment, training, and/or education program Write a daily journal entry and submit it to the Judge Begin work on a 12-step recovery program 	<ul style="list-style-type: none"> Attend two Drug Court status hearings a month Provide at least 2 drug screens each week Attend 2 AA/NA meetings weekly Attend all assigned group, family, and/or individual counseling sessions Develop a payment plan to satisfy any restitution, court cost, etc. Maintain Court-approved stable housing Maintain Court-approved employment, training, and/or education program Write a daily journal entry Complete assigned readings Maintain daily physical activity Do at least one good deed every two weeks Obtain/maintain an approved NA/AA sponsor 	<ul style="list-style-type: none"> Attend one Drug Court status hearing each month Provide at least 1 random drug screen each week Attend 1 AA/NA meeting each week Attend all assigned group, family, and/or individual counseling sessions Pay a substantial amount of restitution, court costs, etc. Maintain Court-approved housing Maintain Court-approved employment, training, and/or education program Write a daily journal entry Complete assigned readings Maintain daily physical activity Do at least one good deed each month Maintain a full-time AA/NA sponsor Mentor a new Drug Court participant and/or group session Complete an exit calendar, exit interview, and plans for aftercare

Uniqueness of Program. One unique aspect of the Knox-Laurel Drug Court program is the fact that Knox and Laurel counties are approximately 85% rural. Although clients normally have to find their own transportation, the Rural Transit Enterprises Coordinated, Inc. (RTEC) is available to take clients to treatment for a fee of three dollars in addition to a fee of seventy-five cents per mile. Further, another unique aspect of the Knox-Laurel Drug Court is that Judges are currently volunteering their time to the program. Judge Messer serves as administrator of the program until additional funding is received to hire a treatment coordinator.

Drug Court Status Hearings. Drug Court status hearings will be held on a Drug Court docket/calendar. The docket order will be clients who are progressing in the program appearing first, with those clients being sanctioned appearing next, followed by those clients who are new to the program appearing before the Drug Court Judge last. Clients in Phases I and II will appear at the Drug Court status hearing at least two times per month at 8:30 a.m. and clients in Phase III will appear monthly. Status hearings will be divided between Knox and Laurel counties. Clients will attend the Drug Court status hearing in their respective counties of residence.

Program Rules. Participants also have specific rules they will be required to follow in order to participate in the Knox-Laurel Drug Court program. including:

1. Appropriate clothing is expected at all times. Participants will need to wear a shirt or blouse, pants (or shorts of reasonable length), and shoes. Sunglasses will not be worn inside the Court or any treatment facility unless medically approved by the Court. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use is not allowed.
2. Participants are expected to attend all groups, educational sessions, activities and individual sessions, unless prior approval is given. Clients must arrive on time and not leave until the meeting is over. Participants who are late will not be allowed to attend and will be considered absent.
3. The following actions will not be tolerated:
 - a) Violence or threats of any kind;
 - b) Coming to any required meeting or facility under the influence of any drug or alcohol;
 - c) Possession of alcohol, drugs, weapons, etc.;
 - d) and, e) Inappropriate sexual behavior or harassment.
4. Pagers or cellular phones may not be carried to any Drug Court activity.
5. Staff must be notified immediately of any arrest or Court obligations.
6. Drug Court will comply with KRS 620.030 regarding the reporting of abuse or neglect of children and KRS 209.030 regarding the reporting of cases of abuse and neglect of adults.
7. Appropriate behavior must be maintained at all times during Drug Court status hearings and while in the Courthouse. Unless given prior approval, clients must remain for the entire Drug Court status hearing.
8. Clients must comply with the following curfew times: Sunday through Thursday 11:00 p.m., Friday and Saturday 12:00 midnight. If clients work later hours they must notify the Drug Court staff in advance and the client will be allowed enough time to get home.
9. Participants' families or friends should not loiter. If friends or family members are providing transportation, they should simply drop off the participant and pick them up at the end of any scheduled session.

Employment. Drug Court clients will be required to obtain and maintain full-time employment throughout the program unless enrolled in an educational program. Probation officers will verify employment through site visits. In small towns and small communities, such as where the Knox-Laurel Drug Court is located, it is crucial to establish and maintain networks of business and community relations. The Drug Court team will assist in helping the client find a job if necessary. If a client does not find or maintain a job, he or she will be required to do community service. The Judges expect there to be no barriers in working with the employers of the Drug Court clients.

Housing. Drug Court clients will also be required to obtain and maintain court-approved housing. Probation officers will verify appropriate housing as necessary. If clients need assistance locating court-approved housing, they will be referred to the local housing authority office. However, Judge Messer noted that the availability of court-approved housing is limited in both Knox and Laurel counties. As a result, clients failing to maintain court-approved housing will be dealt with on a case-by-case basis.

Other Drug Court Program Components

Community service will be used as a sanction in the Knox-Laurel Drug Court program. The number of hours assigned as sanctions will vary. If a client is unemployed, he or she will be required to do between 20 and 40 hours of community service. If the clients are actively seeking employment, they are assigned 20 hours of community service; and if clients are not actively seeking employment, they are assigned 40 hours of community service. A variety of agencies are available with which a client could do community service. The community service opportunities available in Knox and Laurel counties include: custodial duties at the county courthouses and county jails, and also working with the County Clean-up Crew.

Book reports will be used as a sanction and as deemed necessary by the Drug Court Judges to develop a sense of accomplishment and educate clients.

Good deeds will be another component of the Knox-Laurel Drug Court program. Good deeds will be reported informally in Drug Court status hearings.

A **mentoring** component will also be a part of the planned Knox-Laurel Drug Court program. Judge Messer indicated that the mentoring component will be formal.

Client Monitoring

Clients will be monitored by the Knox-Laurel Drug Court Judges, counselors at Cumberland River, and officers at probation and parole, who will provide drug testing.

Urine Drug Testing. One of the most important ways clients are monitored in the Drug Court program will be through drug testing. The Office of Probation and Parole will conduct frequent and random drug testing for the Drug Court program. Clients in Phase I will be required to provide two to three random urine samples each week. In Phase II, clients will be required to provide at least two random urine samples per week. In Phase III, clients will be required to provide at least one urine sample a week.

Sanctions and Rewards. Sanctions will be applied on a case-by-case basis. All of the members of the Drug Court team will have input into sanctions. However, the Judges will make the final determination for sanctioning. Dirty urine screens, missing work, not completing community service, not completing assignments, being late to Drug Court status hearings, not showing up and not cooperating with program requirements will all prompt the employment of sanctions. Sanctions may include jail time, phase demotion, additional treatment, and being terminated from the program. Judge Messer feels that sanctions must be immediate for clients to attach and accept consequences for their actions. In addition, Judge Hopper stated that sanctions should be consistent and appropriate to the violation. He also mentioned that clients must be informed about the consequences of their actions.

Rewards will be prompted by clients doing well in each of the phases. Clients need to have motivation in meeting their goals and any progress needs to be recognized. If the client is making significant progress, he or she may be rewarded with such things as movie or restaurant passes, tokens representing their progress, and/or certificates.

Graduation. The minimum time requirement for graduation will be 12 months. In addition, clients must successfully go through all three phases, maintain stable living conditions for 12 months, maintain stable employment for at least six months, unless the client is in vocational rehabilitation or an educational program, and also provide clean urine drug screens consecutively for at least six months.

Graduations will occur as often as one client has completed all the requirements for graduation. They will be held in the evenings in the Circuit Courtroom. The clients will be able to invite whomever they want to the graduations. Families and friends will be welcome of course, as will the press if the event is public. There will be a speaker as well.

Case Disposition. In exchange for successful completion of the Knox-Laurel Drug Court program, the Court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. If a client fails to complete the Drug Court program, the client will be referred back into the criminal justice system and possibly serve the remainder of the initial sentence in prison or jail.

Program Removal. A client may be terminated from the program as a result of violence, mistreatment of any of the people who work with the Drug Court program, repeated drug use, or new felony charges filed.

Relapse Patterns

The Judges feel that the following situations would be likely to trigger relapse: movement to another phase, crisis in the family, major life events, seeing old friends/places, release from program, treatment discharge, stress, pending/following graduation, and the high level of alcohol and drug availability in the area.

Information Capabilities and Reporting

Regular reports about Drug Court clients will be made to the Drug Court Judge and the Administrative Office of the Courts. Monthly reports will be made to the Administrative Office of the Courts. These reports will include: number of assessments; number of participants accepted; number of candidates rejected; number of clients in each of the phases; number of clients identified as using based on drug screens; number of in-patient treatment referrals, number of in-patient treatment participants; employment and educational status of clients; number of employment; educational, housing and treatment verifications; number of participants sanctioned; number of participants with new charges; number of terminations; and the total number of active participants.

Quarterly and yearly reports may also be submitted to the Administrative Office of the Courts. These reports will include a summary of the monthly statistics, and the progress toward outlined objectives and performance indicators listed in the Program Goals section of this report.

The Judge will receive written reports from the probation officers the day before each Drug Court status hearing. The Judges will meet with the counselors of the Drug Court clients from Cumberland River at the staffing meeting in the Judge's chambers prior to all Drug Court status hearings to discuss clients' progress in the treatment program. The staffing meetings will be informal in nature.

Program Funding

The Knox-Laurel Drug Court program received a federal planning grant in July 1999, totaling \$30,000.00. Judge Messer indicated that the limited funding does not allow him to hire any full-time staff members in order to monitor clients. The program plans to apply for an implementation grant. Judge Messer indicated that the Drug Court team is working to seek out other funding sources such as grants made available through the Department of Corrections, Cumberland River Comprehensive Care Center, and other agencies such as High Intensity Drug Trafficking Area program (HIDTA).

The Office of National Drug Control Policy designated areas within the United States that exhibit large drug trafficking problems and harmfully impact other areas of the country as High Intensity Drug Trafficking Area (HIDTA). The HIDTA Program provides additional Federal funds to those areas to help eliminate or reduce drug trafficking and its harmful consequences. Law enforcement organizations within HIDTAs assess drug trafficking problems and design specific initiatives to reduce or eliminate the production, manufacture, transportation, distribution and chronic use of illegal drugs and money laundering. Both Knox and Laurel counties are included in the (HIDTA) which was implemented in 1998 due to the massive quantity of marijuana produced, consumed, and trafficked in and through Kentucky, Tennessee, and Virginia.⁶

⁶ High Intensity Drug Trafficking Areas. <http://www.whitehousedrugpolicy.gov/enforce/hidta/overview.html>

Evaluation

Judge Messer would like to include the following in an evaluation: Number of relapses per client; Percent of clean urinalysis; Frequency of new arrests; Improved coordination of justice system and social services; Regaining custody; Reduction in probation violation caseloads; Recidivism; Cost; Retention in program/treatment; Time in custody; Participant progress in education development; Employment status; Stable living conditions; Reunified families; and Birth of drug free babies.

In determining the success of the Knox-Laurel Drug Court program, Judge Messer wants to analyze the success rate and compare the graduates to those who dropped out of the program. Further, he wants to compare the graduates to similar offenders that did not participate in the Drug Court program.

Program Strengths

Each representative interviewed was asked about his or her perceived strengths of the Knox-Laurel program. The following are some of the strengths a Drug Court program in Knox and Laurel counties would offer: (1) Reduced caseload; (2) Reduced recidivism; (3) increased criminal justice personal awareness of addiction/recovery; (4) Involvement of key individuals to help substance abusers; (5) The potential to save money; (6) Support from the community for a treatment program for offenders; (7) Employment; (8) Judge supervision; and (9) Viable alternative option to current practice.

The most useful components of the planned Drug Court program as listed by the Judges and other representatives include: (1) Frequent and random drug testing; (2) Personal supervision; and (3) Self-improvement components.

Additional Comments

The following were concluding responses by various respondents. Overall, the comments reflect summations of what the respondents think about the Drug Court program. One of the Judges commented that the Drug Court program needs more available resources. The treatment provider commented that Drug Court is the “Most positive thing that has happened in 20 years.” Another respondent stated, “If successful I feel people in our community will support it and view it as a positive improvement.” One respondent commented that the Drug Court program will be an improvement on the existing system. He believes that with the Drug Court program, there will be no delay in the sanctioning of non-conforming clients, which there are in the existing system.

Staff Characteristics

Currently, the Knox-Laurel Drug Court program does not employ any staff members. Judge Messer is the acting administrator of the program. The Knox-Laurel Drug Court program plans to hire a full-time treatment coordinator to manage the program after more funding is received. Both Judges will volunteer their time, as will the probation officers that will conduct urinalyses for the Drug Court clients.

Staff Training. Staff will be trained individually. They will be mentored by the Judges and attend all appropriate trainings in order to understand the concept of Drug Court and specifically the Knox-Laurel Drug Court program.

Interns. Currently, the Knox-Laurel Drug Court program does not use interns. However, Judge Messer indicated he hopes to use interns in the future to assist with counseling and other program components.

Volunteers. The Knox-Laurel Drug Court program hopes to have volunteer support. Currently, no volunteers work with the Drug Court program, but if available, they will be used for resource support.

Judge Training. The Knox-Laurel Drug Court Judges have attended a variety of training sessions to prepare for the planning of the Knox-Laurel Drug Court. Judge Messer attended a national Drug Court training conferences in Ft. Lauderdale, Florida. Both Judges attended training in Seattle, Washington. In August 2000, the Judges along with the Knox-Laurel Drug Court team will attend a planning conference in Pensacola, Florida. The Judges have also observed Judge Noble's Fayette County Drug Court staffing and status hearing.

Drug Court Team. The Drug Court team makes decisions about the Knox-Laurel Drug Court program and provides feedback. The Drug Court team also attended national planning conferences to better educate themselves regarding the Drug Court concept and the planning process. Several members have also observed a Fayette County Drug Court status hearing. Members of the Drug Court team are listed in the following table:

Table 5. Drug Court Team Members

Team Members	Organization
Judge Messer	Circuit Judiciary
Judge Hopper	Circuit Judiciary
Mike Sewell	Cumberland River Comprehensive Care Center
Roger Gibbs	Office of Public Advocacy
Danny Evans	Commonwealth's Attorney Office
Fred Yaden	Probation and Parole
Judge Mills	District Judiciary
Michael Caperton	District Judiciary
Tom Handy	Common Wealth Attorney
Wilbur Bingham	Knox County Sheriff
Gene Hollon	Laurel County Sheriff
Nancy Vaughn	London City Council
Sharon Benge	London City Council
Terry Lester	Pastor of First Baptist Church
Lynn Townsend	Layperson
Deanna Swafford	Laurel County Schools
Polly Moore	Laurel County Schools
Lige Hollon	London Chief of Police
Johnny Smith	Barbourville Chief of Police
William Stewart	Captain, Kentucky State Police
Brenda Corey	Knox County Schools Asst. Superintendent
Jep Irwin	Laurel High School, Prevention
Josh Tye	Probation & Parole Officer
Susan Phelps	Probation & Parole Officer
Forrest Sexton	Superintendent, Probation & Parole
Rich Fifield	Pastor of First Presbyterian Church
Sheila Mills	Pretrial Service
D. Randall Jewell	Defense Attorney
Jane Dyche	Laurel County Assistant Attorney
Elmer Cunnagin	Laurel County Attorney
Diane Kagin	Comprehensive Care Treatment Specialist

Primary Treatment Provider Overview

Typically, treatment facilities, as well as other services, are less available to individuals in rural counties than they are in a larger urban area. The Knox-Laurel Drug Court program has one primary treatment provider, Cumberland River Comprehensive Care Center, which is the local public mental health care agency. The treatment facility has both outpatient and residential substance services as well as psychiatric services. The agency has both an all-male and an all-female residential treatment program. Both of these programs also contain transitional living programs that can allow for clients to stay up to six months. The agency also operates residential programs for psychiatric patients. The treatment representative became part of the Drug Court team in March 2000. Currently, Cumberland River is serving the two clients of the pilot Knox-Laurel Drug Court program.

Cumberland River has no staff solely dedicated to working with the Knox-Laurel Drug Court program and its clients. The counselors will work directly with the Drug Court program while maintaining and continuing contact with other clients on their caseloads. However, the treatment provider hopes to have a staff member to work with the Drug Court program (full-time in the future) by the time the program is fully operational. The Drug Court program has had a substantial impact on staff training. Staff attended two full days of Drug Court Treatment training, and an additional training was conducted by the Administrative Office of the Court for treatment staff for administering the addiction Severity Index in client assessment.

The treatment provider expects the Drug Court to impact the facility by receiving additional funds if the experience with the Drug Court program is a positive one. The program receives funding from the Kentucky Division of Substance Abuse, which will defray some of the costs in treating the Drug Court program clients. He also noted that the facility has incurred some costs due to the pilot Knox-Laurel Drug Court program already. Through counselors conducting eligibility assessments on the pilot clients and attending Drug Court staff meetings, time is taken away from their non-Drug Court clients. The Drug Court staffing meetings are not currently consuming a large portion of the counselors' day, however, as more clients enter the program the time requirements for counselors will be greater.

There is no set age limit for admission of clients into the Cumberland River outpatient program. All populations are eligible for admission into the program. Pregnant females are given the highest priority of admission into the treatment program followed by IV drug users, homeless persons, Criminal Justice system involved, Drug Court clients, and handicapped persons.

During the last 12 months, Cumberland River has worked with many outside sources. The treatment provider indicated that the working relationship with the Court system has been good to excellent. The agency's working relationship with other community mental health centers, the Office of Probation and Parole, police, medical personnel and area hospitals, and other drug abuse treatment programs and providers was rated as excellent. Working relationships between Cumberland River and public social service agencies and family service agencies was rated as good.

Cumberland River receives clients from numerous sources. Many of the clients seen by the program are referred from employee assistance programs and the Court system. Some clients are referred to Cumberland River via the clients' family, police, other mental health centers, self-help groups, churches, vocational rehabilitation services, former clients, self-referral, physicians, hospitals, area schools, the criminal justice system, and the Department of Social Services.

The treatment provider indicated the main substances of abuse for individuals that enter treatment are alcohol and marijuana. In addition, clients enter treatment with cocaine, methamphetamine and sedative-hypnotic abuse, as well as abuse of other types of narcotics. However, this is not a research based assessment of clients, rather it is a perception, so caution must be used in interpretation. The in-house psychiatrist at Cumberland River is authorized to prescribe medication to Drug Court clients.

The counselors from Cumberland River will attend a minimum of bi-monthly staff meetings with the Knox-Laurel Drug Court program Judge and other team members, prior to all Drug Court status hearings. At the meetings, formal reports about the progress of Drug Court clients being served at Cumberland River will be presented. If a client's treatment plan needs to be altered, the counselors, along with the Drug Court team, will collaborate to make adjustments. If a client has been non-compliant with treatment and/or program rules, the counselors, again with the Drug Court team, will make recommendations to the Drug Court Judge. The treatment provider may at any time contact the Drug Court Judges outside of the weekly meeting schedule if there is an update or problem with a Drug Court client. On average, the treatment provider estimated that Drug Court clients will be discussed with the Drug Court staff a minimum of two times per week.

Treatment Program Characteristics

Cumberland River's treatment program is based on the Minnesota model or 12-Step philosophy. The goal is to completely re-socialize the client in order to enable him or her to live a drug-free life in the community. The treatment provider stated that there is no day treatment for adult substance abusers.

Cumberland River also has two residential substance abuse treatment programs—one for men (35 beds) and one for women (15 beds). The men's program, located in Corbin, has 25 beds for residential treatment and 10 beds for transitional living, commonly referred to as a halfway house. Clients in the 25 beds typically stay for 30 days in a highly structured environment. Clients in the 10-bed facility are expected to either work or be enrolled in a program that will lead to gainful employment. These clients are required to continue in counseling and attend self-help group meetings. The women's residential program is a similar model. The women's program, Independence House, is also located in Corbin. The beds are broken down into 10 beds for residential treatment and five beds for transitional living. The clients in the transitional living programs may reside in these facilities up to six months, depending on their needs.

The halfway house program puts the client in a substance free environment and away from family conflict. Such programs attempt to provide a new, more wholesome environment where the client can learn more about his or her behavior, the potential consequences of this behavior, and why and how it should be modified. The halfway house program stresses individual and group counseling, educational activities, and drug education.

Cumberland River also has eleven outpatient offices in an 8-county area (Laurel, Whitley, Clay, Jackson, Rockcastle, Knox, Harlan, and Bell). All eleven offices have at least one substance abuse counselor.

Cumberland River will offer the same services to Drug Court clients as offered to non-Drug Court clients. Clinical supervision on cases will not differ for Drug Court clients. The treatment provider indicated that approximately 90% of the counselors' time is divided into in-person and phone contact with the clients. The remaining 10% is distributed over travel to see clients, contact with other staff members, collaborative work with other community services, administrative duties, and other activities.

Recovering substance abusers are employed as regular program staff at Cumberland River to provide treatment services. Recovering employees are used to lead group sessions and conduct individual peer counseling. Additionally, Cumberland River does not attempt to match clients systematically with specific counselors based on attitudes, racial characteristics, gender, drug use history, mental health needs, pregnancy status, therapist style, therapist area of expertise, or age. If there is a conflict between the client and counselor, the client may be transferred to another counselor.

Currently, there is a waiting list for the residential treatment program at Cumberland River of approximately 10 clients. The treatment provider noted that the average waiting list time before client admission into the program is five days. The average number of clients per counselor caseload is ninety in the outpatient program and 50 in the residential program. The treatment provider indicated that the highest number of clients on a counselor's caseload in the past 12 months for the outpatient program was approximately 110 and the lowest was 70 clients.

Cumberland River does not provide transportation or childcare services to clients. Although there is not a major public transportation system available to Laurel or Knox County residents, arrangements may be made with another community agency to provide transportation. In addition, counselors or volunteers are authorized to pick up/deliver clients from/to various destinations.

The treatment provider commented that the Knox-Laurel Drug Court clients will benefit to a very great extent from treatment because "even if they [Drug Court clients] get brief exposure, the seed is planted."

Treatment Information and Planning

The primary counselor creates Individual Program Plans (IPP) by the client's third visit to Cumberland River. The Drug Court clients will participate in the development of treatment plans through assisting in developing the content and timeline for completion of tasks, and sign the treatment plan. Family members will also participate in the development of the client's IPP. When practical, the counselors will speak with the family to determine what they believe to be the client's problem areas are and what goals they would like to see the client achieve. The Drug Court team will also participate in the development of the IPP by helping develop content, developing a time line for completion of tasks, and also requesting revisions. Detailed discharge goals and objectives will also be included in the client's IPP. The client's IPP will be individualized to a very great extent. Some clients may need more job and/or education skills, while other clients may need more assistance with familial issues. The IPP will reflect the clients' needs and a plan to assist the clients with their problem area(s). After the client's treatment activities are determined, all treatment activities are considered to be mandatory.

Counseling, Therapy Approach, and Assessment

Clients at Cumberland River are all assessed on the following dimensions: Health; Vocational; Educational; Psychological; Criminal Activity; Social Support; Family Functioning; Living Situation; Spirituality; Drug Abuse History; Alcohol Abuse History; Drug Abuse Treatment History; Alcohol Abuse Treatment History; and Psychological/Mental Health Treatment History. As part of the intake assessment, clients are required to have a physical exam. The physical exam also includes testing for tuberculosis.

A bio-psycho social assessment is completed for all clients at Comprehensive Care. The treatment provider indicated that the program will also use the ASI for all substance abuse clients.

The treatment program at Cumberland River is focused on the individual client from the beginning. The initial orientation between the principal counselor and the clients is geared toward developing trust, self-confidence, and understanding. The facility goes to a very great extent to foster positive behavioral change through encouraging clients to change their previous lifestyle that supported drug-taking, related behaviors, and attitudes. In turn, a very great emphasis is placed on clients changing their environment (e.g., friends, living situation, and location).

Treating the individual's basic well being and building life-skills is greatly stressed at Cumberland River. Developing practical life-skills through encouraging the client to become self-supportive, improve personal functioning, and teach coping skills for better life functioning is used to a very great extent. Cultivating basic education levels is emphasized to some extent and is done so through referring clients to programs which assist the clients with developing they're reading and writing skills and also assist with General Education Development (GED) test preparation. The treatment facility also aids clients with job preparation, training, and placement as well as vocational counseling. Working on these skills will be a requirement of the Drug Court program.

Clients at Cumberland River are also treated for social functioning problems, socially acceptable ethics in guiding relationships, and spiritual well being. An emphasis is also placed on improving the client's self-image, self-esteem, and self-confidence. Increasing self-awareness, insight, and understanding are also stressed in treatment.

The treatment provider does offer specialized treatment services to certain groups, including the following: language specific for the hearing impaired; gays/lesbians; gender specific; dual diagnosis; victims of sexual abuse/physical abuse; polydrug users; homeless persons; and those who are criminal justice system involved. Specialized treatment tracks offered at Cumberland River include: victims of sexual/physical abuse, pregnant women, and gender specific. There are also specialized groups offered, which include: HIV/AIDS, pregnant women, dual diagnosis, and eating disorders. Children of substance abusers will soon be offered Ala-teen as a special service.

Group sessions. Group counseling sessions are held three times per week in phase I, two times per week in phase II, and once per week in Phase III. Group sessions last for between 1 and 2 hours; however, there is no set limit for the duration of group sessions. Typically, there are no more than 12 clients present during a group session. The minimum number of clients present during a typical group sessions is six. Group sessions are held daily in the residential program. There are specific treatment plans protocols for each group session.

Individual Sessions. Individual sessions will be conducted at least once per week in each phase of the Drug Court program. Clients in the residential program receive individual counseling daily. Clients are encouraged to schedule individual sessions. However, clients may have unscheduled individual sessions if needed. The primary treatment provider for individual sessions is the client's principal counselor. Individual sessions typically last fifty minutes; however, as with group sessions, there are no set limits of treatment time. Individual counseling is made available to clients whose schedules do not permit participation in scheduled sessions or on particular days. Cumberland River does provide informal and unscheduled counseling to clients if needed. Clients may also be seen in off-hours by treatment staff if the clients call the facility's crisis line and need assistance.

Topics addressed during group and individual sessions include treatment issues, such as crisis intervention, plan development and revisions, rules and procedures. Drug issues covered in sessions include addiction and drug dependence, alcohol problems, and relapse prevention. Conflict resolution, addressing fears and identifying feelings, addressing self-esteem issues, and depression and anxiety are psychological issues that typically are covered during sessions. Social issues such as work/education skills, financial issues, legal problems, and relationships with family and friends are also addressed. Health issues such as diseases, AIDS information and prevention, as well as mental health evaluations, are also frequently addressed during group and individual sessions.

Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) will be a mandatory part of the Drug Court clients' treatment plan. The Drug Court clients will be required to attend AA and NA meetings at least once a week in each phase of the program. The clients' attendance at AA and NA meetings may be increased or decreased, based upon their progress and need. The clients will attend local community AA and NA meetings. Clients who are in the residential program will attend AA and NA meetings at the residential facility.

Cumberland River places a major emphasis on supportive group therapy, task-oriented and problem-solving group sessions, milieu therapy, supportive individual counseling, individual psychotherapy, cognitive behavioral therapy, and 12-step programs. Some emphasis is placed on family therapy, confrontational group therapy, and reality therapy.

The treatment programming at Cumberland River greatly emphasizes abstinence from marijuana, alcohol, and any illicit drug use. Cumberland River does not have a cocaine detoxification program available on site. Long-term cessation from smoking is not stressed, but if a client chooses to stop smoking, the treatment provider will support and encourage the client in his or her choice. Relapse prevention for clients and learning to cope with relapse triggers are major parts of treatment at Cumberland River.

Client Participation and Responsibility

Peer pressure, verbal reprimands, revision of treatment plans, and family pressures will be employed by the treatment provider to some extent in order to coerce the Knox-Laurel Drug Court clients to conform to the program's rules. The Drug Court may also sanction clients if they are not conforming. Loss of privileges is heavily used with clients who are in the residential program. The treatment provider will bring any issues of non-compliance up at the weekly Drug Court staff meetings. If the initial sanctioning by the Drug Court program does not result in the client's compliance with the treatment program at Cumberland River, the Drug Court team may then refer the client to the residential treatment program or use incarceration as a sanction.

Family involvement in the client's treatment is heavily emphasized at Cumberland River. Family interventions offered by Cumberland River include: family therapy, family meetings, individual counseling for family members, substance abuse education, referrals for family members, and multifamily therapy. Also, clients' family members often times have substance abuse problems or emotional problems themselves, thus they are referred to an appropriate treatment program at Cumberland River.

The policy and procedure for discharging Drug Court clients from the Cumberland River treatment program for failure to comply with the rules differs from the discharge procedure followed for the non-Drug Court clients. Drug Court clients are in the Court system and must in turn face sanctioning or sentencing from the Drug Court Judge if they refuse to comply with the program. Additionally, the treatment provider and the Drug Court team must reach a consensus in choosing to discharge the client on grounds of non-compliance.

Service Standards

Cumberland River is required to meet state licensing treatment standards for services to clients. These standards specify minimum levels of treatment for the following: Intake assessments; Psychological evaluation; Treatment planning; Progress notes; Client records; Individual, group, and family counseling contact hours; Counselor caseloads; and Confidentiality standards.

Cumberland River will offer numerous treatment services to Drug Court clients on site. Included in the on-site programming are: psychological treatment, job counseling, financial counseling, aftercare, and family counseling. As indicated in the Table below, there are a number of different treatment and program modalities that are integrated and will be used in treating the Drug Court clients at Cumberland River. The table indicates which modalities are available on-site or by referral. Many of the treatment and program modalities are used as needed on an individualized basis.

Table 6. Treatment Components

Treatment Component	How Available
Detox	Referral
Methadone maintenance	Referral
Medical treatment (prescription drugs, hormones, etc.)	Referral
Individualized treatment plans	On-Site
Staged recovery process model	On-Site
Relapse prevention model	On-Site
Substance abuse education	On-Site
AA/NA	On-Site and Referral
Self-help therapy using a manual or diary	On-Site
Other standard behavior modification approaches	On-Site
Hypnosis	On-Site
Case management	Referral
Advocacy for obtaining services/benefits for the client	On-Site
Individual Counseling	On-Site
Scheduled group therapy or group counseling	On-Site
Family therapy	On-Site
Social skills development training	On-Site
Problem solving skills training	On-Site
Life skills training	On-Site
Parenting classes	On-Site
Cognitive behavioral	On-Site
Training in anger management or aggression	On-Site
Stress management	On-Site
Boi-feedback training	Referral
Relaxation methods	On-Site
Transcendental meditation	Referral
Thinking errors approach	On-Site
Moral or ethical training	On-Site
Contingency contracting	On-Site
Token economy	On-Site
Health care (medical/dental)	Referral
Referrals to health care organizations	Referral
HIV testing	Referral
TB testing	Referral
Service for special populations	On-Site and Referral
Service for cultural/ethnic groups	On-Site and Referral

Medical services will not be difficult to obtain for clients through referrals. Such services include: medical or dental care/exam; glasses or hearing aids; admission to hospital or clinic; diet and/or nutritional advice; medication; prenatal care, postpartum care; and HIV/AIDS and TB testing. However, pediatric/well-baby care and exercise or physical fitness protocol will be somewhat difficult to obtain and so will Medical detoxification services.

Many educational services will be somewhat difficult to obtain, as will vocational services. However, vocational rehabilitation, educational counseling, and substance abuse education will not be difficult services to obtain for clients. Educational services that will be somewhat difficult for clients to acquire include the following: Needs assessment or testing; Basic education in reading and writing; GED preparation; Basic health education; HIV/AIDS prevention; Child development education; Head Start or other preschool; Leisure skills training; and Social and interpersonal relationship skills. Tutoring in areas such as reading, writing, math, or other basic skills will be very difficult for clients to obtain.

Vocational services that will not be difficult for clients to obtain include: Job search counseling; Resume writing; Interviewing skills; Job referral assistance from public agencies; Vocational/employment assessments; Vocational or employment counseling; and Vocational skills training. On the other hand, assistance from private agencies and job placement will be somewhat difficult.

Assistance from outside agencies, such as social services, social security, veterans' affairs, and private charitable organizations will not pose a challenge to clients. Emergency or other special purpose funds, financial counseling, assistance with budgeting and money management, and concrete services such as food and clothing, will not be easy for Drug Court clients to acquire. Legal services, such as representation in a civil or criminal case, assistance with probation/parole, assistance with non-court legal matters, and legal aid, will not be difficult for clients to find. Emergency counseling and other services, such as transportation and the location of stable housing, however, will be somewhat difficult for clients to attain.

Counseling for problems with one's spouse or partner, problems with parents, and death or bereavement counseling will not pose as major challenges to clients either. Counseling for parenting, childcare, or childrearing, sex education or sexuality counseling, family planning, and continuing care, such as follow-up counseling, halfway houses, and 12-step groups will be accessible.

CES (Cranial Electro Stimulation) or NET (Neuro-Electric Therapy), biofeedback, amino acids, therapeutic touch, and acupuncture will not be available to clients, however. Additional services such as weekend outings, wilderness experiences, and homemaking skills will not be difficult for clients to obtain. Hypnosis can even be conducted on site at Cumberland River by the staff psychiatrist, if necessary.

The treatment provider indicated that very many of the clients served by Cumberland River need medical, vocational, financial, legal, family, and aftercare services. Several of the clients served need psychological, educational, and transportation services. Psychological services, financial counseling, family counseling, and aftercare are all offered on-site at Cumberland River. All other services are handled through referrals.

Referrals for services will be prompted by the client's need for a specialized service not offered by the treatment facility or Drug Court program. The client's primary counselor will usually initiate the request for referral services, if needed. The counselors, along with the Drug Court staff, will review the client's case and determine whether a referral is appropriate. The Drug Court will monitor referrals through phone calls to the referral source or receipts presented by the client.

Therapeutic Programming Philosophy

The treatment provider rated the following statements about the view of addiction and recovery as extremely important: "Recovery involves global changes in identity behavior and lifestyle"; "Substance abuse reflects a more general problem in coping"; "Right living, including self-reliance and positive social and work-related attitudes, is crucial to the recovery from substance abuse"; and "Substance abuse had its roots in other more general developmental or psychological problems."

Moreover, the treatment provider noted that the following statements about the treatment approach and structure are extremely important: "There is an emphasis on structure, including a full program of mandatory daily activities and meetings, rules for behavior, and clear consequences for breaking these rules and that the treatment approach centers on a member's participation in the community." The treatment provider also felt the following statement was extremely important to treatment: "The program teaches good health practices, including regular physical examinations, health education, and AIDS prevention training"; and "Staff members function as members of the community who reinforce community values, confront breaches in accepted behavior, and serve as role models for others." The treatment provider commented that the client's role and function, particularly senior residents, is to act as a member of a community, sharing responsibility for maintenance and health of the community values, and service as role models for others. He believes this is very important to treatment.

The role of education and training in the treatment process was evaluated. The treatment provider stated that work, as therapy, is very important. Aspects such as formal education and therapeutic education, which focuses on personal development such as control of emotions, conflict resolution, personal decision-making, communication, and listening skills, were somewhat important.

The treatment provider believed that general therapeutic techniques, groups as therapeutic agents, counseling techniques, and the role of the family are very important. So too are the stages of treatment, the introductory, primary and community reentry periods.

Discharge Procedures

Successful completion of the treatment program at Cumberland River entails meeting all goals included in the treatment plan, sustaining sobriety, resolution of legal problems, and reunification of families. The treatment provider expects that sixty to eighty percent of the Drug Court program clients will achieve the discharge criteria to complete the program and graduate from the Knox-Laurel Drug Court program.

Reasons why Drug Court clients may be discharged from Cumberland River include the following: (1) Involvement in illegal activities; (2) Being arrested for a new crime; (3) Overall non-compliance with treatment; (4) Continued use of illicit drugs; (5) Missing counseling sessions; (6) Violent behavior on site; (7) Sexual activity on site; and (8) Violation of the program rules and/or regulations. If a client commits an act that possibly would require his or her discharge from the program, all circumstances are taken into consideration and handled on a case-by-case basis. The degree and severity of the act is evaluated before determining if the client should be discharged from the treatment program.

Before deciding to rule on whether a Drug Court client who successfully completes the Cumberland River treatment program can be discharged, the treatment provider will meet with Drug Court staff to discuss the progress and status of said clients. The same procedure will be followed for discharging those Drug Court clients who were unable to successfully complete the treatment program (e.g., for use of illicit drugs, missing counseling, or therapy sessions).

Treatment Provider Additional Comments

The treatment provider commented that the most significant benefits of the planned Knox-Laurel Drug Court program will be: (1) An effort to reduce recidivism; (2) Offers a positive outlook on substance abuse treatment to the community; and (3) Saves the taxpayers money. Strengths of the planned Knox-Laurel Drug Court program, listed by the treatment provider, included: (1) Involvement of key individuals to help substance abusers; (2) Forces open dialog with different entities from the community; and (3) The potential to save money.

The treatment provider noted that the time obligation required to work with the Drug Court program has been a bit difficult since the agency has a requirement for the number of clients a counselor is supposed to see. The counselors are required to spend an allotted amount of direct time with their clients. Those counselors who have been working directly with the Knox-Laurel pilot Drug Court program have been spending less direct time with some clients because their presence is required at staffing and the Drug Court status hearings. However, the treatment provider noted that as the Drug Court program progresses and the coordination among the team improves, the staffing and Drug Court status hearings will become more organized and will not consume so much of the counselors' time.

Perceptions

Judge Perceptions

Circuit Judge Messer, along with the Commonwealth Attorney Thomas Handy, proposed the Knox-Laurel Drug Court program. Judge Messer along with Judge Hopper has been involved with the planning of the Knox-Laurel Drug Court. Judge Hopper will join Judge Messer as a presiding Drug Court Judge. Judge Messer has been on the bench for sixteen years, and Judge Hopper, the senior Judge, has been on the bench for 22 years. Both are committed to working with the Drug Court program for the duration of their judicial terms. Through their judicial service, they have gained much experience in working with the substance abusing population. The Judges see themselves as being the facilitators and supervisors of the Knox-Laurel Drug Court program.

The Judges noted that the Knox-Laurel area has many characteristics that suggest a Drug Court program would be beneficial. Overall drug availability is high in the region. The Laurel area is intersected by Interstate 75, which runs from Florida to Michigan. According to Judge Messer, it is infamous for being a major drug trafficking route. Also, marijuana is heavily grown in Knox and Laurel counties, as well as surrounding areas. Due to this, Knox and Laurel counties are included as part of the High Intensity Drug Trafficking Area (HIDTA). Additionally, Knox and Laurel counties both have a major problem with prescription drug abuse and prescription fraud.

Judge Messer commented that the Drug Court program will add an additional option to the existing system. In the existing system, an offender may violate probation, yet he or she will not see the Judge for sentencing for at least a month. He believes that with the Drug Court program, there will be less delay in the sanctioning of non-conforming clients, which there is in the existing system. In the Drug Court program, clients that commit an act of non-compliance will be sanctioned at the next Drug Court status hearing. The Judge stated that the Drug Court program will further change the existing system because more cases will be diverted and probated with quicker entry into treatment. The offenders will also receive more attention through the Drug Court program than they do in the existing system. They will not only be receiving supervision from the Court, but also probation as well as the treatment provider. Judge Hopper indicated that clients will receive a more intense evaluation and coordination of available resources than they would in the existing criminal justice system.

The most helpful aspects of the Drug Court program, as indicated by the Judges, were the intense supervision and guidance the client receives by both the Drug Court team and the Judge.

Judge Messer believes that the Drug Court can make a positive difference in the community by reducing the crime rate. He stated that the Drug Court program will be able to change the behavior of a few individuals, and in turn, reverse their crime committing patterns of the past. Further, the potential Drug Court program participants will have a chance to become stable, self-supporting citizens, saving taxpayer dollars. The Judge also stated that the Knox-Laurel Drug Court program will have a significantly positive difference on the judicial system. The Drug Court program allows the Judges to be more involved with the clients' progress. Other than sentencing them to prison, the Judge becomes an integral part in the client's recovery. The Judge also believed that in the long run, the program might reduce recidivism.

The Judges believe that less than 10% of the potential Drug Court clients will have been in some sort of drug treatment program prior to entering the Drug Court program. Some clients might be familiar with AA/NA. Judge Messer noted that there are limited substance abuse treatment resources in the area. The Judges stated that the clients' typical criminal history will consist of a significant number of prescription fraud charges, possession of marijuana and/or cocaine, illegal possession of prescriptions, minor theft, and minor trafficking.

The Judges believe that clients will find out about the Drug Court program when they are first arraigned. The public defender will inform the potential clients of their eligibility for the Drug Court program. The clients will also find out about the program through pretrial services and through general word of mouth. The Judges indicated that clients will choose to enter the program primarily because of their desire to avoid jail or prison, and some may have a desire to change their lives. Once clients are in the program, the Judges believe that they will remain with it in order to avoid jail or prison, and also because they sincerely want treatment for their substance abuse problem. Judge Messer hopes that the clients will realize the benefits of the program once they have been active in the Drug Court program for a while.

The Judges believe that the time frames set up for the Drug Court program are the right length of time. One Judge believes that it should be 18 months to 2 years maximum time for completion of the program and that minimum time would be one year. He also believes that the testing for drugs in each of the phases will be just the right amount of testing.

The Judges indicated that they will have to commit more time to the program in the beginning. However, Judge Hopper noted that they may save time later if the program reduces the number of repeat offenders in the jurisdiction.

The Judges stated that the judiciary is supportive of the planned Knox-Laurel Drug Court program, along with other key agencies, and also the community. The Judges also commented that other Judges in the area will be 100% willing to refer clients to the Drug Court program.

Both Judges agreed that sanctions should be immediate. One Judge stated that it is important that sanctions are graduated and consistent. The other judge stated that sanctions must be appropriate to the violation and be sure that the client knows the consequences of his or her actions. Some examples of sanctions the Drug Court Judges will employ include: community service, fines, and jail time. In regards to the reward process, Judge Messer feels that rewards are important for recognizing the client's progress in the program. Judge Hopper noted that rewards will be important motivation factors, and the clients will need encouragement. Rewards that will be used in the Knox-Laurel Drug Court program include promotion to the next phase, shorten the client's length of time in the program, reduce the number of Court appearances, reduce the number of group sessions a client is required to attend, tokens, certificates, and passes to the local movie theater and restaurants.

The Judges believe that there are some aspects of the Drug Court program that will be difficult for the clients. The structure of the program, especially the great responsibility of keeping numerous appointments, is something that the clients will not be used to and will likely serve as a major difficulty in regards of adjustment. Adjustment is key to becoming successful in the program. Additionally, the availability of drugs in the area, and especially use of drugs by family members, will make the temptation to use much greater. Judge Messer also believed that it will be difficult for clients to change their general attitudes regarding their drug use. Judge Hopper indicated that transportation may be difficult for some clients to obtain. Situations that the Judges believe will trigger relapse for the Drug Court clients include stress, availability of alcohol and drugs, movement to another phase, crisis in the family, major life events, seeing old friends and places, release from the program, and treatment discharge.

The Judges feel that the most important things that clients must do in order to succeed is to obey the rules, make an effort, be motivated to overcome the substance abuse problem, remove themselves from adverse environments, and be responsible. Judge Hopper commented that clients who complete the program will realize that there is no life for them because of their drug use, and they want to make a change.

Aftercare services are a planned component of the Drug Court program. The Judges feel that these services will be very important for the client's success.

Resource availability and funding have been the major issues of concern in the start up of the Knox-Laurel Drug Court program. Additionally, since Judge Messer is now coordinating the project, a treatment coordinator will be hired after additional funding is received. Judge Hopper noted that the Drug Court team members must get acclimated to their new roles, since the Drug Court program is non-adversarial.

Information that the Judges believe necessary to conclude that the Knox-Laurel Drug Court program is a success, include: statistical tracking for three to five years after clients have left the program and the number of successes. The Judges plan to compare graduates, dropouts, and those clients that were similar, but did not enter the Drug Court program, using criminal records.

Defense Perceptions

Two representatives from the Office of Public Advocacy completed surveys regarding the planned Knox-Laurel County Drug Court program. Neither of the defense attorneys will have a staff member that is solely dedicated to the Drug Court. When asked what will be done about staff for Drug Court, one representative stated, “I am a defense attorney and will be trying to get clients into the program.” One defense attorney explained that he believes one of the most compelling reasons for having a Drug Court program is that “Seventy to 95 percent of our clients have some substance abuse involvement (if alcohol is included).” The other defense attorney added, “Incarceration of first offenders does not help. The strict scrutiny of Drug Court does more to keep the offender off of drugs and thereby solves the underlying problem. Jailing the offender just puts them in a position to connect with career criminals and further the problem.”

The defense attorneys listed the following as problems with the planned Drug Court program: (1) Prosecutorial cooperation with the program; (2) Lack of resources; (3) Time required by Judges; and (4) Difficulty in scheduling.

One defense attorney felt that the Drug Court program will have an impact on staff training programs. He stated that their people would be trained specifically for the program. In addition, both representatives feel that the Drug Court program will have an impact on policies and procedures. One representative feels that “it will allow another avenue to represent clients.” Another representative stated, “We are currently reviewing all office policies and we will add Drug Court policies.” One representative feels that the Drug Court program will have an impact on his agency’s relationship with community groups by having significantly more communication with community groups.

One attorney listed the Judge, coordinator, and treatment as being the most critical components of a Drug Court program. The other defense attorney feels that monitoring will be the most critical component.

Both attorneys believe the Drug Court program will have an impact on their community and office. One defense attorney stated, “If we break the cycle, we can reduce the pressures on law enforcement, social services, and the Court System.” The other defense attorney believes that “If the drug problem can be addressed, then the economic problems of the family can be resolved. This will affect other crime statistics such as domestic violence, theft, DUI, etc.”

Both attorneys agreed that the Drug Court will provide savings through the reduced number of re-arrest and savings in jury costs. Both felt that savings will not result from less time spent in court appearances. Neither of the defense attorneys were sure if there will be savings in police overtime. One defense attorney felt that there will be time saved in terms of case preparation.

One defense attorney believed clients will enter the Drug Court program to avoid incarceration and some want to change their lives and become productive citizens. The other defense attorney indicated that he believes clients will enter the program to break away from the drug lifestyle and to avoid jail. When asked to give the main reason clients would remain in the Drug Court program, one representative stated that the clients truly want to change.

One defense attorney does not expect there to be any savings to his office as a result of Drug Court, nor does he expect to see any difficulties for his office as a result of the Drug Court program. The other defense attorney noted that there would be additional costs to his office due to more court time as a result of Drug Court. One problem he expects that his office might have as a result of the Drug Court program is that staffing sessions may be tough to schedule. When asked if he expects his office to receive savings as a result of Drug Court he stated that it may “reduce repeat business.”

One defense attorney feels that there are two things that are important in evaluating the effectiveness of the Drug Court program: (1) Long term tracking of clients and (2) Determining if the appropriate clients are being served. The other representative responded that “Certainly the success/failure rate but also the other effects of property crimes, domestic violence, DUI, etc.,” would be important things to look at when evaluating the effectiveness of a Drug Court program.

The most significant benefits one defense attorney expects to see in his office as a result of the Drug Court program are: (1) Reduce caseload; (2) Reduce recidivism; and (3) Staff awareness of addiction/recovery. The other defense attorney responded by stating that there will be “no real benefit to [the] office, perhaps a detriment, but a real benefit to society and the community, if the crime rate drops.”

The defense attorneys listed the following strengths they expect to result from the Drug Court program: (1) Viable option to current practice; (2) Save clients lives; (3) Develop better communication between agencies; (4) Intervention with first time offenders; and (5) Treatment versus incarceration.

Prosecution Perceptions

One prosecutor from the Commonwealth Attorney's Office completed a survey regarding the planned Knox-Laurel County Drug Court program. He indicated that there will not be a staff member that will be solely dedicated to the Drug Court. The prosecutor explained that he believes one of the most compelling reasons for having a Drug Court program is "To give a serious look at rehabilitating the drug offender while holding him or her accountable to supervisory restrictions."

The prosecutor stated that he believes the biggest problems with implementing the Drug Court program in his community are personnel, funding, and inexperience in the operation of the Drug Court program. The representative commented, "Probation officers, public defenders, assistant prosecutors, etc. will attempt to become knowledgeable on Drug Court and implement the court."

The prosecutor does feel that the Drug Court program will have an impact on staff training programs, because educating the staff is essential and the time dedicated to the Drug Court program may affect other duties within the office. In addition, the prosecutor feels that the Drug Court program will have an impact on his office policies and procedures. He stated, "This is uncertain but there can be no doubt that new policies will have to be put in place and old policies will have to be reviewed from time to time." The prosecutor does feel that the Drug Court program will have an impact on his agency's relationship with community groups by joining efforts to inform and educate the public about the Drug Court program. Additionally, the prosecutor believes the Drug Court program will have an impact on his community and office by making the public aware of the Drug Court program's goals, increasing the supervision of drug offenders, and by hopefully assessing the likelihood of rehabilitation.

The prosecutor feels that several things important in evaluating the effectiveness of the Drug Court program including: (1) Performance of participants; (2) Recidivism; (3) Cooperation of law enforcement; and (4) The degree of input allowed by the prosecutor.

The prosecutor does not feel that the Drug Court will provide savings through savings in jury costs, less time spent in court appearances, and does not feel that there will be time saved in terms of case preparation.

The prosecutor feels that the Drug Court program might impact his office/agency in other ways as well. He indicated that an additional cost to his office/agency he expects as a result of Drug Court is compensation for the prosecutors who work in the Drug Court. A problem that the prosecutor feels his agency may have is that "... the defense bar and perhaps families of drug offenders will see Drug Court as an easy way out of trouble when that is not the case." Three other drawbacks the prosecutor feels may result from the Drug Court program are public mistrust, apathetic feelings from law enforcement, and lack of consistency in admittance of candidates.

Three of the most significant benefits the prosecutor expects to see in his office as a result of the Drug Court program are: (1) Successful rehabilitation of offenders; (2) Less incarceration of offenders; and (3) Fewer drug trials.

Three strengths expected to result from the Drug Court program according to the prosecutor are: (1) Public acceptance and approval; (2) Visible success stories involving participants; and (3) The collegial setting with each professional's role defined.

Probation and Parole Perceptions

Two representatives from the Office of Probation and Parole completed surveys regarding the planned Knox-Laurel County Drug Court program. One representative stated that there will be no staff member solely dedicated to Drug Court that “various law enforcement agencies including Probation and Parole will designate persons to work with Drug Court in addition to their other duties.” One representative explained that he believes one of the most compelling reasons for having a Drug Court program is that most criminal cases are drug and alcohol related. Another representative stated that he believed the most compelling reasons for having a Drug Court program is that it is an “attempt to improve the Judicial System,” and “also added efforts to rehabilitate offenders and thereby saving tax dollars and relieving overcrowding.”

One representative stated that he believes the biggest problems with implementing the Drug Court program are time, personnel resources, and financial resources. The other representative said that the biggest problem with implementing a Drug Court program in his community would be that it is new and thus unfamiliar.

Both representatives feel that the Drug Court program will have an impact on staff training programs. They both agree that some sort of in-depth explanation and specific training will be implemented. One representative stated, “If the program is successful here, I expect it to expand to other areas and intensify through training and assigned staff.” In addition, both representatives feel that the Drug Court program will not have any impact on arrest/jail policies and procedures. One representative feels that the Drug Court program will have an impact on his agency’s relationship with community groups by encouraging more direct involvement. The other representative explained that he too believes the Drug Court will have an impact on his agency’s involvement with community because, “If successful, I feel people in our community will support it and view it as a positive improvement.”

One representative feels that there are several things that are important in evaluating the effectiveness of the Knox-Laurel Drug Court program: (1) Recidivism rate; (2) Time between re-offending; (3) Official and community response; and (4) Offender acceptance and willingness to participate in the program.

Both representatives expect the Drug Court to impact their offices and/or communities. One representative stated, “If successful, I feel the community will accept it for the most part. I feel several officers will view it at first in a negative way. A few will, however, work to make it effective and successful.”

One representative feels that the Drug Court will provide savings by spending less time in court appearances, while the other representative is not sure. Both representatives were unsure as to whether the Drug Court will provide savings in police/corrections overtime. One representative agrees that there will be savings in jury costs as well as a reduction in the number of re-arrests. One representative added that he feels that the Drug Court program will also provide savings by changing the offenders’ lifestyles.

One representative feels that the Drug Court program might impact his office/agency because “time, money, and officers to work in the program will be difficult at first.” He also expects there to be increased costs to his office/agency because of additional expenses for drug tests and more hours as a result of the program. In addition, he believes that there will be savings to his office/agency as a result of the Drug Court by reducing the number of re-offending individuals in the system. The other representative does not expect to see the Drug Court affect his office/agency in savings or additional costs.

Both representatives agree, however, that there may be some difficulties or problems for their offices as a result of the Drug Court program. According to the representatives, time and costs of tests, an increase in overall duties and the need for personnel are some potential problems. Also, lack of trust from the clients, clients’ fear of re-arrests, and more job duties for the probation officers with the same pay, are all drawbacks that the representatives feel may result from the Drug Court program. When asked what could be done to overcome any problems or difficulties concerning the program, one representative suggested that added police officers could help.

The most significant benefits that the representatives expect to see in their offices as a result of the Drug Court program are: (1) Change of lifestyle for offenders; (2) Lower costs to tax payers; (3) Decreased load for police, courts, corrections, etc; (4) Less re-offending; (5) Pride in completion of the program for everyone involved; and (6) Decreased use of alcohol and other drugs in the community.

The strengths expected to result from the Drug Court program, according to the representatives are: (1) Interest shown in the offenders; (2) Attempts to develop a more successful program; (3) Community acceptance and input; (4) More direct contact; (5) Less drug use; and (6) Agencies joining efforts and working together.

Police Perceptions

Two police representatives completed surveys regarding the planned Knox-Laurel Drug Court program. There will be no law enforcement/correctional staff solely dedicated to the Knox-Laurel Drug Court program. The police representatives feel that giving people an opportunity to escape an environment of drugs and drug associated crime and giving them the chance to lead productive lives are the most compelling reasons for implementing a Drug Court program.

One police representative expects that the Drug Court program will impact the officer/staff orientation and training programs because discussions will be held at squad meetings to educate the staff and to promote the program. One representative also expects an impact on arrest/jail policies and procedures as a result of the Drug Court program. He explained that if an officer arrests a potential candidate for the program, he could immediately begin encouraging participation. Both police representatives expect their agency's relationship with community groups to be impacted as a result of the Drug Court program by increasing the number of positive contacts with community groups and becoming more closely involved with churches and schools. One police representative indicated that there would be a community-policing program.

One police representative feels that a two-year follow up will be important in evaluating the effectiveness of the Drug Court Program. The other representative stated, "Not so much the number of people who actually finish the program, but the number of people who go far enough to gain some benefit," will be important in evaluating the Drug Court program's effectiveness.

The police representatives agree that the Drug Court will provide savings in police/corrections overtime and in jury costs. One representative strongly believes that Drug Court will also provide savings in less time spent in court appearances and in reduced number of re-arrests, while the other representative was not sure. One representative also added that he believes that there will be a reduction in other crimes and an increase in taxes paid through Drug Court client employment.

The police representatives do not expect any additional costs for their office/agency as a result of the Drug Court program. One representative does feel that there will be additional savings to his office in operating costs as a result of the program. One representative feels that some officers' perceptions of Drug Court as a free ride for offenders might be a problem in his office with the Drug Court program; however, he stated they could overcome this problem by educating the officers. In addition, some drawbacks the representatives see with a Drug Court program are: (1) Some offenders will take advantage of the program and make no effort to recover; (2) A negative impact on those who fail the program; (3) Lack of funding; (4) Follow-up evaluations; and (5) Difficulty with picking the right candidates for the program.

One representative listed three potential strengths he believed a Drug Court program would have including: (1) It requires participants to be employed; (2) It requires participants to remain drug free; and (3) It requires participants to meet with a judge regularly. Some of the most significant benefits the police representatives believe the office would receive as a result of the Drug Court program are: (1) Less court time; (2) Reduction of crimes committed to sustain drug habits; (3) Close involvement with community groups; (4) Reduced case load for officers; and (5) Improvements in the public's opinion of their office.

Jail Perceptions

Two representatives from the Laurel County Jail filled out surveys regarding the planned Knox-Laurel County Drug Court program. One staff member will be solely dedicated to the Drug Court. One representative explained that she believes one of the most compelling reasons for having a Drug Court program is “To make more people aware of the effects [drugs] have on you, especially the younger generation. Maybe it would help to keep young people off drugs. Also, to help keep drugs out of schools.” The other representative added that he feels that the high rate of drug related arrests and repeat offenders are the most compelling reasons for implementing a Drug Court program in the community.

Both representatives agreed that one of the biggest problems with the Drug Court program in their community would simply be lack of knowledge or community awareness. One representative added that funding might be an additional problem with implementing a Drug Court program in the community.

Both representatives feel that the Drug Court program will have an impact on staff training programs. One representative feels that her training program will need to include more knowledge of the Court system and how it works. The other representative feels that the staff will need to be better educated about drug addiction. One representative feels that the Drug Court program will have an impact on arrest/jail policies and procedures. Both representatives feel that the Drug Court program will have an impact on their agencies’ relationships with community groups by encouraging better cooperation. One representative stated, “We would have to work together more to keep the program running smoothly.” One representative contends that the Drug Court program will have an impact on his community and office by raising more awareness of the substance abuse problem and of how the Court can help.

Two factors listed by the representatives as important in evaluating the effectiveness of the Drug Court program are: (1) How much it helps the community; and (2) The impact it has on the participants of the program.

Both representatives agree that the Drug Court will provide savings in jury costs, police/corrections overtime, and in less time spent in court appearances. One representative does expect there to be savings to his office as a result of Drug Court, but does not expect to see any additional costs or difficulties to her office as a result of the Drug Court program. The other representative noted that he expects there to be additional costs and savings to his office, but did not specify what the additional costs and savings would be.

The most significant benefits the representatives expect to see in their offices as a result of the Drug Court program are better awareness of the drug problems and fewer drug-related cases. Some strengths the representatives feel that the Drug Court program would have are cooperation between law enforcement and jail staff and support from the community.

Conclusions

In summary, the Knox-Laurel Drug Court program received a planning grant in July 1999, totaling \$30,000.00. The limited funding does not allow for the program to hire any full-time staff members to monitor the clients at this time. The pilot Knox-Laurel Drug Court program was established in April 2000, and three clients from Laurel County were accepted into that pilot program, which modeled the planned Knox-Laurel Drug Court program. One of the pilot clients has been terminated; 2 are currently in the program, and 10 pilot clients are expected by July 1, 2001.

The program will be based on the *Key Components* and has three program phases, which take an average client approximately 18 months to complete. Two judges, Judge Roderick Messer and Judge Lewis Hopper, work with the planned Drug Court program and serve as the judges for the pilot program. Judge Messer is also the administrator of the program until funding is made available to hire a treatment coordinator for the program. There is no staff currently employed by the Knox-Laurel Drug Court program. The Office of Probation and Parole will conduct drug screens on the Drug Court clients in addition to their usual client caseload. In addition, treatment and assessment services are provided by Cumberland River Care Center.

Each representative interviewed was asked about his or her perceived strengths of the Knox-Laurel program. The following are some of the strengths a Drug Court program in Knox and Laurel counties would offer: (1) Reduced caseload; (2) Reduced recidivism; (3) Increased criminal justice personal awareness of addiction/recovery; (4) Involvement of key individuals to help substance abusers; (5) The potential to save money; (6) Support from the community for a treatment program for offenders; (7) Employment; (8) Judge supervision; and (9) Viable alternative option to current practice

Representatives also listed benefits of the Knox-Laurel Drug Court program. The list included: (1) Drug is an effort to reduce recidivism; (2) Drug Court offers change of lifestyle for offenders; (3) Drug Court offers a more positive outlook on substance abuse treatment to the community; (4) Drug Court may lower criminal and substance abuse costs to tax payers; (5) Drug Court will have close involvement with community groups; (6) There will be fewer drug trials; and (7) Drug Court may instill pride in clients (and their families) for completing the program.

In addition, some drawbacks the representatives see with a Drug Court program are: (1) Some offenders will take advantage of the program and make no effort to recover; (2) There will be a negative impact on those who fail the program; (3) Lack of funding for the program; (4) Follow-up evaluations will be important but difficult; and (5) Difficulty with picking the right candidates for the program.

The following are the most commonly mentioned suggestions for evaluating the effectiveness of the program: (1) Recidivism rate; (2) Time between re-offending; (3) Official and community attitudes toward Drug Court; (4) Offender acceptance and willingness to participate in the program; (5) The impact of Drug Court on the community; (6) Cooperation of law enforcement with Drug Court; (7) The degree of input allowed by the prosecutor; (8) Long-term tracking of clients; and (9) Determining if the appropriate clients are being served. One representative stated, “Certainly the success/failure rate but also the other effects of property crimes, domestic violence, DUI, etc.,” would be important things to look at when evaluating the effectiveness of a Drug Court program.

The following additional comments were made about the Drug Court program. The treatment provider commented that Drug Court is the “Most positive thing that has happened in 20 years.” Another respondent stated, “If successful, I feel people in our community will support it and view it as a positive improvement.” One respondent commented that the Drug Court program will be an improvement on the existing system. He believes that with the Drug Court program, there will be no delay in the sanctioning of non-conforming clients, which there is in the existing system.

In summary, this program is in the initial planning stages. Few problems have been incurred to date. The program should have a smooth implementation because Judge Messer and Judge Hopper have made extensive community linkages during the planning process of the Knox-Laurel Drug Court program. Additionally, the members of the Drug Court team are very supportive of the program. The program plans to follow the principles from the *Key Components* closely on a daily basis and has future ideas and plans that will make the program even better in a number of ways.

Process Evaluation Methodology

The Knox-Laurel Pilot/Planning Grant Drug Court program process evaluation used structured interviews for each of the different agency perspectives and a specific methodological protocol. The methodology protocol and interview procedures were used in a number of process evaluations across the state of Kentucky. This allows for comparisons of similarities and differences among the specific Drug Court program sites if desired.

The Knox-Laurel Pilot/Planning Grant Drug Court program process evaluation included a three-hour interview with Judge Messer, the Drug Court Judge for Laurel County, and a one-hour interview with Judge Hopper, the Drug Court Judge for Knox County. A two-hour interview was conducted with the treatment provider for the planned Knox-Laurel Drug Court program, Cumberland River Comprehensive Care Center. Surveys of 2 defense attorneys, 1 prosecuting attorney, 2 representatives from the Office of Probation and Parole, 2 representatives from the Laurel County Jail, and 2 police department representatives were also conducted. In all, 12 different individuals representing seven agency perspectives provided information about the planned Knox-Laurel Drug Court program for this report. The data for this report is for the period from July 1999 to June 2000. There was a 100% response rate across all respondents contacted as Table 7 indicates.

Table 7. Process Evaluation Methodology

Respondent	Number Interviewed/Returned	Response Rates
Drug Court Judges	2	100%
Primary Treatment Provider	1	100%
Defense Council	2	100%
Prosecution	1	100%
Probation & Parole	2	100%
Jail	2	100%
Police Department	2	100%
Total	12	100%

The limitations for this process evaluation report include generalizations across time and among programs. This report is specifically for the planning period of the Knox-Laurel Drug Court program, July 1999 to June 2000. Changes that occur after this point in time are not reflected in this report. In addition, the representatives surveyed for this report may or may not reflect all attitudes toward the Knox-Laurel Drug Court program. Regardless, the report is critical for documenting the program or the planning process through the stated time period.